

STATUE OF LIBERTY NATIONAL MONUMENT EMPLOYEE
HOUSING
Statue of Liberty National Monument
Liberty Island

HABS NY-6397
HABS NY-6397

New York County
New York

WRITTEN HISTORICAL AND DESCRIPTIVE DATA

HISTORIC AMERICAN BUILDINGS SURVEY
National Park Service
U.S. Department of the Interior
1849 C Street NW
Washington, DC 20240-0001

HISTORIC AMERICAN BUILDINGS SURVEY

STATUE OF LIBERTY NATIONAL MONUMENT EMPLOYEE HOUSING

HABS No. NY-6397

Location: Statue of Liberty National Monument, Liberty Island, New York, New York County, NY and Jersey City, Hudson County, NJ

The Employee Housing is located at latitude 40.690753, longitude -74.046781. The point represents the center courtyard and was obtained through Google Earth (datum: WGS84) in June 2014. There is no restriction on its release to the public.

Present Owner: National Park Service, U.S. Department of the Interior

Present Occupant: Unoccupied

Present Use: Mostly vacant with some storage for park staff (slated for demolition)

Significance: The National Park Service employee housing on Liberty Island was built in 1951-52 to house Statue of Liberty National Monument's employees and their families, and represents a key aspect of the site development by the National Park Service. The employee housing included three residential buildings - a two-story Superintendent's House, a two-story Duplex, and a single-story Triplex – arranged around a courtyard. These simple brick and hollow concrete block structures with a common bond brick veneer were designed by New York architect James C. Mackenzie in 1949. The Triplex features an unusual stepped footprint with each unit connected only at one corner, providing enhanced privacy for a multi-family dwelling. Tucked away on the northwest end of the island, these six housing units remained in use by NPS staff in various capacities from October 1952 to October 2012, when flooding caused by Hurricane Sandy heavily damaged the Triplex and its neighboring structures.

While the Statue of Liberty was publicly dedicated on October 28, 1886, the Statue only became a National Monument in 1924. It was not until 1937 that the National Park Service achieved sole jurisdiction over the island when the War Department finally withdrew from the remnants of Fort Wood. Under the leadership of Chief Architect Thomas C. Vint, landscape architect Norman T. Newton developed a Master Plan for Liberty Island in 1937. Newton's design included clearing out the old, obsolete military buildings on the premises, developing facilities to better beautify the island and accommodate the rising number of visitors, and constructing employee housing to accommodate more staff. The Park

Service and Congress viewed these improvements as essential in response to public outcry at the untidiness of the island hosting a highly recognizable American icon.

During the early 1940s, the Park Service constructed the Administration Building and Concessions Building on Liberty Island and expanded the northwest area of the island by dredging/landfill. It was not until the post-World War II era that the National Park Service was able to realize new employee housing units to replace the old Army quarters. In addition to building a seawall around the island and constructing a new western pier/ferry landing at this time, the National Park Service had the Statue of Liberty National Monument Employee Housing built in 1951-52. The employee housing units are evidence of a larger mid-twentieth-century trend in National Park practices to provide adequate, up-to-date employee quarters. These structures were constructed specifically in an effort to enlarge the staff of the National Park Service and improve interpretive efforts in order to better serve the swelling numbers of park visitors in the postwar era.

PART I. HISTORICAL INFORMATION

A. Physical History:

1. Date of erection: October 23, 1951-August 21, 1952.¹ The construction and landscaping of the central courtyard was completed on December 15, 1953.²
2. Architect: James C. Mackenzie, whose practice was located at 5 East 57th Street, New York City, was the principal architect of the employee housing on Liberty Island. Born in New Jersey, and educated at Columbia University and the École des Beaux Arts, Mackenzie began his profession as a draftsman for the prestigious architectural firm McKim, Mead, and White. He started his own practice in 1919; his most noteworthy designs include the neo-Georgian corporate headquarters of the Reader's Digest in Chappaqua, New York (1937) and the Harlem Branch of the YMCA (1932, a designated New York City Landmark). He also designed many large and small houses, winning several prizes for his skillful use of brick in residential design. E.W. Aschmann (Acting Architect) & A. L. Stabler (Draftsman) worked with Mackenzie in preparing the drawings for the employee residences on Liberty Island.³

¹ Superintendent's Monthly Narrative Reports, Newell H. Foster, Superintendent, Statue of Liberty National Monument, (October 1951 and August 1952), Box 300, Entry P11 Administration Files, 1949-1971, RG 79 Records of the National Park Service, National Archives and Records Administration II, College Park, MD [hereafter Entry P11, RG 79, NARA II].

² Superintendent's Monthly Narrative Reports, (December 1953), Box 300, Entry P11, RG 79, NARA II.

³ Cynthia Danza, "Architects Appendix: James Cameron Mackenzie, Jr.," *Fieldston Historic District Designation Report (Volume 1)* (New York City Landmarks Preservation Commission, January 10, 2006), 52-53.

3. Original and subsequent owners and uses: The National Park Service has owned and occupied the houses since their initial construction. The first Superintendent to live in the complex with his family was Newell H. Foster and the final Superintendent occupant was David Luchsinger along with his wife Debbie (although they were living in one of the Triplex units at the time of evacuation as the Superintendent's House was undergoing renovation). The residential use of the Duplex and Triplex were largely phased out during the late 1990s and early 2000s. These structures were instead used as non-residential day quarters and storage for various park staff agencies including the United States Park Police (USPP), the Emergency Medical Services (EMS), and the Interpretive Development Program (Interp). These former housing units were used rather informally as places to use gym equipment, create temporary office space and storage space, and otherwise shelter employees during their down-time.
4. Contractors: Michael H. Field, Inc. was contracted and completed construction of the employee housing units, and Turecamo Construction Co. won the contract and completed landscaping for the employee housing units' central courtyard.
5. Original plans and construction: James Mackenzie produced the original architectural drawings for the project in 1949, and the construction specifications were won by Krendel Construction Co.'s bid in 1950. However, the Comptroller eventually ruled the initial contract invalid, which led to a new public bid in September 1951 won by Michael H. Field, Inc. Thus construction was delayed for a year, and the Superintendent's House was completed on August 21, 1952.⁴ The housing largely retains its original form and appearance.
6. Alterations and additions: Changes to the employee housing have been limited to replacement windows, alterations to some entrance porches, and interior changes to kitchen cabinetry, bathroom fixtures, appliances, as well as a few interior walls.

B. Historical Context:

Introduction: The Diverse Occupants of Bedloe's Island before 1937

Before European contact, the islands of New York Bay (including what is today called Liberty Island) were used by the Mohegan Indians (sometimes called Monatons or Manhattans) to gather oysters for consumption. Henry Hudson's 1609 voyage to the bay precipitated the first European settlement by the Dutch on Manhattan Island in 1626; it was later seized by the English in 1664. That year, Great Oyster Island (as Liberty Island was then called) was granted to Isaack Bedloo. From 1664-1956 the island was known as (and spelled variously as) Bedlow's, Bedloe, and finally Bedloe's Island. It was sold by Bedloo's heirs in 1732 and changed hands a few times before being purchased by the City of New York in 1759. The city used it as a quarantine station and pest house. It was

⁴ Superintendent's Monthly Narrative Reports, Newell H. Foster, Superintendent, Statue of Liberty National Monument, (April 1950-August 1952), Entry P11, RG 79, NARA II.

seized by British troops for a few years during the revolutionary war, and then upon reacquisition New York City gave it to the French fleet for three years in the 1790s. On February 15, 1800, having acquired the island from the city in 1796, the New York State legislature ceded Bedloe's Island to the U.S. government to erect a land battery in the shape of an 11-point star, which they did between 1806 and 1811. This fortification was later named Fort Wood for a fallen soldier of the War of 1812.⁵

Originally conceptualized as early as 1865 by Frederic Auguste Bartholdi, plans for the Statue of Liberty—intended to cement French and American friendship—received a lukewarm response from Americans in comparison to relative enthusiasm by the French. Nevertheless, Congress accepted nominal responsibility to care for the sculptural monument in 1877. Without financial appropriations, however, the resolution's technical meaning was debated for years. Through subsequent inaction and neglect, the Statue was not erected and dedicated until October 28, 1886, ten years after the intended completion time chosen to celebrate the centennial of the Declaration of Independence.⁶

The stewardship of the island and monument was shared and shuffled among various agencies from 1886-1937. Originally, three agencies had interest and regulatory powers on the island. The War Department (the Army) occupied most of the island and provided protection; the Light-House Board maintained the lighting and parts of the statue and pedestal; and the Citizens Committee (successor to the American Committee which had primarily advocated for completion funds) administered public access to the Statue including the operation of a ferry service from New York. The situation was simplified in 1901, when President Theodore Roosevelt transferred sole jurisdiction over the island and monument to the War Department in response to the perceived inadequacy of the Light-House Board and Citizens Committee to properly care for the Statue. By the time President Coolidge declared Fort Wood and the Statue of Liberty a National Monument on October 15, 1924, six officers and 120 members of the Army Signal Corps and their families were living on Bedloe's Island. In order to better administer to the growing numbers of visitors and to decrease military involvement with tourist matters, the War Department recommended that a civilian superintendent be appointed. Thus, on November 16, 1925, William A. Simpson (assisted by three civilian attendants) became the first superintendent of Liberty National Monument. It is implied from later archival records that he, his assistants, and their families lived in the military quarters already existing on the island during this period. Furthermore, the War Department added fifty military men to the monument during this period to police against the increase in vandalism and suicide attempts.⁷ (Figure 1)

Due to the reorganization of the executive branch of government during the 1930s, the Statue of Liberty National Monument—which came to include not just the Statue but the entire island—became the sole responsibility of the Department of the Interior. The War Department functions were gradually phased out and relocated off the

⁵ Walter Hugins, *Statue of Liberty National Monument: Its Origin, Development and Administration* (United States Department of the Interior National Park Service, 1958), 2-4.

⁶ *Ibid.*, 4-9.

⁷ *Ibid.*, 17, 21, 30, 37-38.

island. On June 10, 1933, by Section 2 of Executive Order No. 6166, President Franklin D. Roosevelt ordered that: “the administration of all public buildings, reservations, national parks, national monuments, and national cemeteries [be] consolidated under the Department of the Interior in the Office of National Parks, Buildings, and Reservations, renamed the National Park Service in the following year.”⁸ This order had sweeping effects throughout the country, but most significantly it brought historic sites and cultural resources on the East Coast into the jurisdiction of the National Park Service—which had until this time been primarily focused on large national parks in western states.⁹ A little over a month later on July 28th, Roosevelt issued Executive Order No. 6228 issued which specifically stipulated that the Statue of Liberty (among other national monuments) would be transferred from the War Department to the Department of the Interior. The Army made plans to depart in June 1937 and by September of that year, the entire island was officially given over to the National Park Service. The one exception to this policy was the radio station (and radio towers) that lingered until December 23, 1941 when it was moved to Governor’s Island.¹⁰ (Figure 2) To further make the Department of the Interior the clear and sole steward of Bedloe’s Island, on September 7, 1937 President Roosevelt issued a proclamation adding “the Fort Wood reservation to the National Monument, the enlargement being considered necessary for the proper care, management, and protection of the colossal statue of ‘Liberty Enlightening the World.’”¹¹

The 1937 Master Plan and Initial Improvements by the National Park Service: 1937-1948

The National Park Service was quick to plan but slower to implement physical changes to Bedloe’s Island in transitioning it from a military installation to a full-fledged National Monument open to the public. In the 1930s the Statue of Liberty “stood amid an unsightly cluster of nearly three dozen warehouses, barracks, administrative and utility buildings, and miscellaneous sheds.”¹² At the recommendation of Elbert Cox, Superintendent of Morristown National Historical Park, New Jersey, in April 1937, the National Park Service’s Chief Architect Thomas C. Vint assigned Norman T. Newton, Resident Landscape Architect, the task of designing “a comprehensive scheme for the whole of Bedloe’s Island.”¹³ At the same time, a Works Progress Administration (WPA) project assessed the Statue and base for needed repairs while National Park personnel considered possible uses for existing Army buildings.¹⁴ Priority was first given to Statue

⁸ Ibid., 41.

⁹ Executive Order No. 6166 explicitly abolished the following agencies: Arlington Memorial Bridge Commission, Public Buildings Commission, Public Buildings and Public Parks of the National Capital, National Memorial Commission, and the Rock Creek and Potomac Parkway Commission. In doing so, President Franklin Delano Roosevelt transferred virtually all of the monuments in the District of Columbia and Civil War era battlefields to the Department of the Interior and more specifically to the National Park Service. *Executive Order 6166--Organization of executive agencies*, “Section 2.--National Parks, Buildings, and Reservations,” (June 10, 1933), <http://www.archives.gov/federal-register/codification/executive-order/06166.html>, accessed August 14, 2014.

¹⁰ Hugins, 42; 48-51.

¹¹ Proclamation No. 2250 published in Federal Register, vol. 2, no. 174 (September 9, 1937), p. 1812. “Liberty Enlightening the World” is the official name of the Statue of Liberty.

¹² Edward Berenson, *The Statue of Liberty: A Transatlantic Story* (New Haven: Yale University Press, 2012), 129.

¹³ Hugins, 50.

¹⁴ Ibid.

repairs, but Newton's Master Plan also called for the elimination of the twenty Army buildings—starting with those clustered around the base of the Statue. It also included plans to build the new “administration, utility, museum, and residence buildings at the northwest end of the island in a landscaped area removed from the Statue; this would entail enlarging that end of the island by adding earth fill and a new sea wall.”¹⁵ Furthermore, the Master Plan called for the abandonment and demolition of the east dock in favor of renovating the Army's west dock in order to “give visitors the best view of the Statue from the water approaching the island.” Acting Director Demaray approved the Master Plan on October 15, 1937, which in turn influenced the General Development Plan that Director Cammerer and the Commission of Fine Arts approved on March 24, 1938.¹⁶ (Figures 3 and 4)

The principle objective of the proposed development of the area was well summarized in the narrative accompanying the Master Plan, the first edition of which was submitted early in 1938:

... the cramped squalor of the present surroundings must be replaced by a setting of appropriately well-ordered dignity. It is clear that ample simplicity, rather than ostentation, will be an essential quality of such an environment. But it is equally clear that a niggardly policy of development would be unwarranted and disastrous.¹⁷

This favoring of functional “simplicity” over decorative “ostentation” was applied not only to the landscaping, but it was also carried over into the architecture of the employee housing as well (Figure 5). While curbed by limited funding due to the Great Depression, the Master Plan gradually became a reality. The total estimated cost for all improvements was \$1,500,000.00; Congress originally allocated more than one-third of this amount to the area for WPA and PWA projects. These emergency relief programs gave the project its initial life, but as America joined with the Allied forces in the 1940s, development came to a temporary halt. Nevertheless, from May 1937 to June 1942, several improvements were made. By April 1939, WPA labor had repaired the Statue, pedestal, and stairways as well as demolished all but two of the old Army buildings—these being retained temporarily to house park staff until the planned employee quarters could be built.¹⁸

A new seawall and seeding of the east part of the island was begun while PWA funds built new Administration and Concession buildings and laid a new waterline to New Jersey; these projects were completed in July 1941. These buildings flank either side of the extended west ferry pier that extends to the central flagpole and turns ninety degrees on the main southeast axis leading toward the Statue. The Administration and Concession buildings are simple brick structures with limestone veneers (Figure 6).

¹⁵ Ibid., 52.

¹⁶ Ibid. The plan also called for providing landing facilities for small private boats at the western end of the island (never fully realized but you can kind of see a semblance of this idea at the sandy beach in front of the Duplex).

¹⁷ Ibid., 53.

¹⁸ Ibid., 52, 54.

These improvements took priority over construction of the residential units most probably because they directly served the public. Both Superintendent Camp and Superintendent Palmer (who succeeded the former in December 1937) complained that the Park was horribly understaffed to clean up the whole island and maintain the utilities now that the Military Police had left. Still, the maintenance staff in this period was only increased from two to five and relied heavily upon WPA assistance.¹⁹

Although wartime tourism decreased due to travel restrictions and fuel rationing, the island remained open for the duration of the war. As it had during World War I, the Statue gained a heightened sense of symbolic import by a nation that felt liberty was in peril. As *Life* magazine put it, “Never before has the Statue of Liberty seemed so important.”²⁰ So when the war ended, the public began to observe the island with a more critical eye. The old east pier was in severe disrepair while the western end of the island remained closed to the public due to the large amount of rubble leftover from the WPA’s unfinished demolition project. Only the newly constructed Administration and Concession buildings (though the latter was largely being misused for storage) as well as the two old Army era quarters were in use in that area. Immediately following the end of the war, the shorthanded staff was preoccupied with the removal of litter, protection of grass areas, and prevention of vandalism.²¹

During the summer of 1946, the *New York World-Telegram* wrote an article headlined, “Statue of Liberty in Wretched Condition” that went on to say the following:

...the unkempt condition of this monument borders on a national disgrace. From the dilapidated, sea-worn east dock . . . to the grassless terrace, littered with partly eaten fruit, sandwiches and soda glasses, Miss Liberty’s environs reflect Washington’s apathy toward a once-beautiful shrine....²²

Furthermore, the Monument Builders of America, a trade association, urged Congress to adequately fund the Island to improve its maintenance and upkeep. Congress responded with \$50,000 for rehabilitation that went to steam-cleaning the interior walls of the Statue, installing woven wire guards around the spiral stairway, and re-flooring the east dock. The Monument Builders of America were impressed with the results and continued to urge Congress to appropriate the needed funds to finish the island’s improvements according to the Master Plan. The Ladies Auxiliary to the Veterans of Foreign Wars as well as the National Life Conservation Society and the New York City Federation of Women’s Clubs also launched public campaigns to encourage Congress to complete its plans for Liberty Island. Lobbyists continued to gain the attention of Congressmen from New York and New Jersey, who declared that the Statue was “standing in a slum” in 1948. Though they lobbied for \$1 million to improve the Statue’s surrounding

¹⁹ Ibid., 54-56.

²⁰ Quoted in Hugins, 61.

²¹ Ibid., 63.

²² Ibid., 64.

environment, the united sixteen New York and New Jersey Congressmen secured half that amount from the House Appropriations Committee.²³

Although physical development of the island took immediate precedence, interpretive improvements for the monument were also considered in reaction to the increase from 200,000 (during the 1920s) to 900,000 (in the postwar era) annual visitors to the monument. Early in 1948, historian Roy Appleman made a study and recommended an enhanced interpretive program. While this interest in providing a more interpretive experience for visitors was happening throughout the National Park Service, park staff of the Statue of Liberty Monument had an especially difficult time deciding what interpretation should go forth on Bedloe's Island. For some Americans, the original intent of Bartholdi's "Liberty Enlightening the World"—as a nod to American nationalism and exceptionalism—remained most important. Others viewed the statue in her turn-of-the-century role as a "Mother of Exiles" having a broader international significance. Still others viewed the Statue as an engineering feat and marvel above all else. While the staff and Americans grappled with these various symbols and interpretations, there was a general consensus that the Statue was exceptionally significant, and visitors would benefit from learning about its history. This demand for greater interpretive resources generally equated to a demand for more staff, which likely contributed to the size and quantity of housing units built in the next few years.²⁴

Design and Construction of the Employee Housing Units: 1949-1955

Much of the remaining Master Plan for the island was realized from 1949-1955, including the construction of new employee housing facilities. After dredging operations enlarged the western end of the island, it was graded, landscaped, and enveloped by a new granite riprap seawall (Figure 7). A July 2, 1948 Memorandum for the Director described the steps needed to build the much needed new housing:

The existing housing facilities are located on a site where they interfere with contemplated development. They must be eliminated. However, they cannot be obliterated until new housing is provided. The proposed new housing is located on already existing land; so that elimination of old buildings will be possible as soon as new residences are provided.²⁵

In order to finally clear the island of the last two remaining Army era buildings, the National Park Service oversaw the construction of new employees' quarters (occupied in October 1952) along with walkways and a utility court.²⁶ The National Park Service received bids from eight architectural firms, and on March 15, 1949, James C. Mackenzie, a local New York architect, won the architectural design Contract No. 1-

²³ Ibid., 65, 67.

²⁴ Ibid., 78, 71, 79, 74.

²⁵ Memorandum to Newton B. Drury, Director, National Park Service, (2 July 1948), Box 8, Entry 12.1 Physical Improvements, 1949-1951, RG 79 Records of the National Park Service, National Archives and Records Administration, Northeast Region, New York City, NY [hereafter Entry 12.1, RG 79, NARA – NE].

²⁶ Hugins, 68.

31np-107 for the employees' homes with the lowest bid of \$19,300.00 and the third shortest timeframe of twenty-nine weeks. He and the rest of the bidders were notified the following week.²⁷

On April 19, 1950, the National Park Service opened bidding for Contract No. I-56np-41, which included construction of the three buildings to contain six employee housing units on the northwestern end of the island. Krendel Construction Company won the contract with a low bid of \$129,700.00. However, due to technical miscommunication concerning contract acceptance deadlines between the National Park Service and the winning contractor, construction was delayed until the Comptroller eventually ruled that the contract between the two parties was invalid. Thus, after being tied up in a legal investigation and abeyance for over a year, the National Park Service held another public bidding contest and a new contractor, Michael H. Fields, Inc., won Contract No. I-56np-41 with the low bid of \$157,945 on September 26, 1951.²⁸ Construction began on October 23, 1951 and was completed on August 21, 1952. By November 1, 1952, park staff completely vacated the old Army quarters and moved into the new employee quarters; Newell H. Foster was the first Superintendent to occupy those quarters with his family.

On February 21, 1953, under the stress of a 44 mph windstorm, the Duplex's roof was ripped off at its north end. Despite occurring within the year-long period of the guarantee clause, the contractor, Michael H. Fields, Inc. (and sub-contractor, Maspeth Roofing Co.), argued that the contract's clause did not cover damages caused by external forces classified as "an act of God." Eventually the Park Service had a third party repair the roof for \$575.00 on July 3, 1953. They did, however, continue to pursue financial reimbursement from the original contractor whom they accused of "faulty workmanship" and "departures from the contract specifications" in that the roof cleats were spaced 36 inches on center when they were specified to be no more than 12 inches on center.²⁹ Later that year, bids for the "Walks and Utility Court – Residence Area Contract No. 14-10-156-14" were opened to the public. With the low bid of \$15,176.95, Turecamo Construction Co. won the contract and completed construction and landscaping of housing complex's central courtyard on December 15, 1953.³⁰ (Figures 8, 9, and 10)

As mentioned earlier, the National Park Service had a clear desire to improve the interpretation of the monument offered to visitors beginning with historian Roy Appleton's suggestions in 1948. In the years following the completion of the employees' quarters, new developments occurred on this front. Rogers Young of the Washington Office and Regional Historian James Holland conducted an early 1953 study of the area

²⁷ Letter Thomas J. Allen, Regional Director, Region One, National Park Service, to Mr. Electus D. Litchfield, (21 March 1949), Entry 12.1, RG 79, NARA - NE. In addition to winning the contract for the employee housing units, Mackenzie also won the contract to design the western dock and shelter for Bedloe's Island.

²⁸ Superintendent's Monthly Narrative Reports, Newell H. Foster, Superintendent, Statue of Liberty National Monument, (September 1951), Entry P-11, RG 79, NARA II.

²⁹ Letter B. L. Douglas, Chief Accountant, General Accounting Office, Claims Division, (28 August 1953), Box 1115, Entry P11, RG 79, NARA II.

³⁰ Superintendent's Monthly Narrative Reports, Newell H. Foster, Superintendent, Statue of Liberty National Monument, (November 1953 and December 1953), Entry P-11, RG 79, NARA II.

interpretive program, and their primary recommendation was an interpretive recorded boat talk. This was produced and put into operation in the summer of 1954. There was experimentation with “live” talks during summer months when more personnel were on hand, but the recorded boat talk has endured over time while the “live” talks petered out.³¹ During this time period, the National Park Service also considered the American Scenic and Historic Preservation Society’s proposal to house an American Museum of Immigration in the old Fort Wood structure below the base of the Statue of Liberty. Similar to the delays in the construction of the Statue—financing and ideological differences of opinion, it was not until September 26, 1972 that the museum was completed and dedicated by President Nixon.³²

Mission 66 through the Centennial Celebration: 1956-1986

On August 3, 1956, Congress voted to officially change the name of “Bedloe’s Island” to “Liberty Island.” While this nickname had been commonly used to refer to the island by the first decade of the twentieth century, it became the primary and official name at this time.³³ In addition to this specific federal action, another nation-wide federal funding action affected the monument beginning this year. As part of a decade-long, billion-dollar program administered by the National Park Service known as Mission 66, federal financial resources were secured to complete the last improvements from the Master Plan on Liberty Island.³⁴ The specific prospectus for the Mission 66 funds to be used on the Statue of Liberty National Monument called for the following:

1. Construction of a shelter on West Pier.
2. Walkways will be permanently paved.
3. Additional interpretive facilities will be provided.
4. Docking and marine facilities will be improved to meet need.
5. Personnel will be increased consistent with protection, interpretive, and maintenance needs.³⁵

The appropriations for these improvements included \$279,000.00 for “Roads and Trails” and \$329,000.00 for “Buildings and Utilities.” Although most of the major master planning architecture had occurred prior to Mission 66, some of the final physical realizations could be made in conjunction with redoubled efforts to fund and “formulate

³¹ Hugins, 81-82.

³² Berenson, 132-137. While the Statue was clearly tied to the symbolism of immigrating to America, the American Museum of Immigration would move to the newly rehabilitated Main Immigration Building on the nearby Ellis Island in 1991. This relocation of the museum transferred the bulk of immigration interpretation over to Ellis Island and allowed Liberty Island to foster a broader, more symbolic interpretive program.

³³ Ibid., 132.

³⁴ Ethan Carr, *Mission 66: Modernism and the National Park Dilemma* (Amherst: University of Massachusetts Press, 2007), ix.

³⁵ Advance Copy prepared by W.G. Carnes, Chief, MISSION 66 Staff, “Summary of MISSION 66 Objectives and Program for STATUE OF LIBERTY NATIONAL MONUMENT,” (May 30, 1956), Box 735, Entry P11, RG79, NARA II.

an interpretive program [to] inspire the visitor with the meaning of liberty in American and world history, with emphasis on our own times.”³⁶

In many ways, the 1937 Master Plan improvements on Liberty Island, including the construction of the employee housing units, prefigured the National Park Service’s nation-wide efforts of Mission 66. Just as it had been for the Liberty Island improvements, the impetus for Mission 66 was the deteriorating condition of America’s national parks and the unprecedented increase in visitors after World War II. By the early 1950s, “crowded roads, jammed parking lots, inadequate visitor facilities, and poor maintenance were undermining almost every aspect of park visitors’ experience.”³⁷ As the NPS Director Conrad ‘Connie’ Wirth envisioned it, Mission 66 would not only rehabilitate the aging park system but it would also vastly expand it. Architecturally, Mission 66 is most remembered for the introduction of the “visitor center” as a new building type—providing basic orientation, public services, core interpretive messages, and controlling traffic flow. More than one hundred of these visitor centers—often in a Modern architectural vocabulary—were built throughout the park system.³⁸ However, Mission 66 also made a huge contribution to building employee housing in America’s national parks. During the ten-year initiative, “743 single-family and semidetached houses were built, as well as 496 apartment units.”³⁹ The Park Service was able to accomplish this large-scale building initiative by adopting architect John Cabot’s “Standard Plans for Employee Housing” in 1957, which included “five variations on a three-bedroom ranch, and six for a two-bedroom, as well as designs for a multiple unit, an apartment building, and a dormitory.”⁴⁰

In 1972, President Richard Nixon dedicated the American Museum of Immigration housed within the base of the Statue, but its effect on the overall landscape in this period was minimal compared to the changes made in preparation for the Statue’s centennial celebration in 1986. In general, preparations for the Statue’s one hundredth anniversary brought increased attention and funds to improving and maintaining the island.⁴¹ Planning for the centennial began in 1979, and improving the island’s landscaping to last another century was among its aims.⁴² John Burgee Architects and Philip Johnson volunteered their design services in order to produce preliminary plans for the island, which removed many of the buildings (including the employee housing units) without replacing them, but the Park Service rejected these radical “scraped-earth” schemes. The designers brought in the landscape architectural firm Zion and Breen

³⁶ “Mission 66 for the Statue of Liberty Monument,” Entry P11, RG79, NARA II.

³⁷ Carr, ix.

³⁸ Ibid., 12, 144.

³⁹ Ibid., 167.

⁴⁰ Ibid., 169. In this context, the Employee Housing on Liberty Island becomes notably more significant as one of a declining number of employee housing projects architecturally-designed for a specific site.

⁴¹ Given the extra money allocated for island maintenance and upkeep, this may have been the era in which the employee housing units had their windows replaced and their kitchens remodeled. Although no archival files or reports focused on the housing during this period, in-field observations make this time and theory tenable.

⁴² Shary Page Berg, *Cultural Landscape Report for Liberty Island, Statue of Liberty National Monument: Historical Analysis & Treatment Recommendations, Final Review Draft* (Boston: National Park Service, Olmsted Center for Landscape Preservation, 1999), 24.

Associates to develop a relatively more conservative design in 1985.⁴³ (Figures 11 and 12) With respect to the buildings (including the employee housing units), the landscape architects left them unaltered and focused instead on rearranging walkways and lining them with trees. Not everyone has viewed the 1985 Master Plan and landscaping as “conservative” however. In 2014, while conducting an independent review of Liberty Island’s landscape for the National Register of Historic Places, Ethan Carr, a professor of landscape architecture, critiqued the 1985 Master Plan as a radical, compromising departure from Newton’s 1937 Master Plan. The 1986 redesign created a large, circular piazza that moved the flag pole from a terminus point at the edge of the island to a more centralized point and converted the main axis oriented toward the Statue from two processional axes divided by a lawn into one large axis flanked by allées. Thus, rather than promote the original Master Plan’s processional design parti, the new design fundamentally altered the formal landscape features into a public gathering place competing with the Statue rather than contributing to the Statue’s prominence. This 1986 alteration largely survives to the present day.⁴⁴

The Modern Era and Hurricane Sandy: 1987 to the Present

Following the Statue’s centennial celebration, the monument and its landscape remained relatively the same with only minor maintenance projects. The Employee Housing units continued to be occupied by staff and family until the 1990s when government housing readjustments made it so that few employees could afford the rent of the housing facilities. The Employee Housing units transitioned from accommodating full-time to seasonal staff members. After the terrorist attacks on the World Trade Center on September 11, 2001, even seasonal staff no longer lived in the housing units with the exception of the Superintendent’s House (and later a unit of the Triplex) that continued to be occupied by the Superintendent. Instead, the Duplex and Triplex units were used for non-residential day quarters and storage for various park staff agencies including the United States Park Police (USPP), the Emergency Medical Services (EMS), and the Interpretive Development Program (Interp). These former housing units were used rather informally as a place to use gym equipment, create temporary office space and storage space, and otherwise shelter employees during their down-time (Figure 13). When Hurricane Sandy hit the Atlantic coast of the United States, the Unit 44A of the Triplex was the only building on the island that still served its original full-time residential function. Statue of Liberty National Monument’s Superintendent David Luchsinger and his wife Debbie were the last residents to vacate Liberty Island, which had been continually inhabited since at least 1811 when the military built and occupied Fort Wood.⁴⁵

⁴³ Ibid., 24-25

⁴⁴ Ethan Carr, *National Register of Historic Places Registration Form Independent Review, Statue of Liberty National Monument, Liberty Island, New York*. Order No. P10PD75341. Contract No. GS10F0032S. Submitted July 14, 2014, 9-10. Carr points out in his report that the employee housing structures are one of the few remaining contributing factors to the integrity of the 1937 Master Plan.

⁴⁵ Joanna Molloy, “Molloy: This is no way to treat a Lady” *New York Times*, January 9, 2013, <http://www.nydailynews.com/new-york/molloy-treat-lady-article-1.1237034>, accessed July 11, 2014.

All of the employee housing structures endured destructive flooding to their floors and varying degrees of wind damage to their windows, doorways, and porches during Hurricane Sandy storms that were most severe on October 29, 2012 (Figures 14 and 15). On this date, flood waters covered 75% of Liberty Island and all of nearby Ellis Island destroying much of the infrastructure including electrical, water, sewage and HVAC systems, phone systems, security systems and radio equipment as well as boat docks and walkways. Estimated damages totaled \$77 million. In the aftermath of the storm, the National Park Service was able to secure some emergency funds and Liberty Island was able to reopen for visitors on July 3, 2013.⁴⁶ As of August 2014 the Employee Housing still stands in near-total disrepair. Foreshadowing this catastrophe, before construction started on the houses in November 1950 a massive storm accompanied by flooding washed away some of the then new landfill, demolished the old east pier, and flooded many of the buildings.⁴⁷ Liberty Island will always be subject to flooding, and unfortunately, the employee houses on Liberty Island were not well-equipped to deal with this geographic reality.

PART II. ARCHITECTURAL INFORMATION

See individual HABS reports on the three types of employee housing for detailed architectural information:

HABS No. NY-6397-A: STATUE OF LIBERTY NATIONAL MONUMENT
EMPLOYEE HOUSING, SUPERINTENDENT'S HOUSE

HABS No. NY-6397-B: STATUE OF LIBERTY NATIONAL MONUMENT
EMPLOYEE HOUSING, DUPLEX

HABS No. NY-6397-C: STATUE OF LIBERTY NATIONAL MONUMENT
EMPLOYEE HOUSING, TRIPLEX

A. General Statement

1. Architectural character: The three employee housing structures on Liberty Island are simple hollow concrete block and brick buildings with a common bond brick exterior veneer and shallow pitched standing seam, hipped metal roofs. The Superintendent's House and the Duplex are two-story structures. The Triplex is a single-story structure with three separate stepped units overlapping at the corners. Although the Duplex is technically visible from boats upon entry to Liberty Island, the majority of tourists' attention is naturally oriented toward the Statue (Figures 17 and 18). Once upon the island, the site of the Employee Housing is

⁴⁶ Jon Harlan Warren, "Statue of Liberty National Monument and Ellis Island, Recovery After Hurricane Sandy: Fact Sheet," June 26, 2013, <http://www.nps.gov/stli/upload/STLI-fact-sheet-July-4-2013.pdf>, accessed August 1, 2014.

⁴⁷ Hugins, *Statue of Liberty National Monument*, 69.

virtually inaccessible to tourists being tucked away behind the Administration Building and landscaping elements.

2. Condition of fabric: Fair/Poor. All of the employee housing structures endured destructive flooding and varying degrees of wind damage to windows, doorways, and porches during Hurricane Sandy storms that were most severe on October 29, 2012. The upstairs portions of the Superintendent's House and the Duplex fared better than the flooded downstairs portions of these two buildings and the Triplex, but still all rooms have at least some evidence of storm damage and weathered wear. All of the units appear to be structurally sound and have intact roofs.

PART III. SOURCES OF INFORMATION

- A. Architectural drawings: The complete set of architectural drawings (plans, sections, elevations, and details) for the Employee's Houses for Bedloe's Island was submitted by the architect James C. Mackenzie to the National Park Service on February 3, 1950. These images are on file and available for viewing at the Electronic Technical Information Center (eTIC), Denver Service Center, National Park Service. Many of these drawings are reproduced in the specific housing reports.
- B. Early Views: The earliest photographs of the Statue of Liberty Employee Housing are from c. 1954 showing the original landscaping of the walkways and courtyard connecting the five units. Earlier photographs from c. 1941 show the radio towers and buildings that were the last remaining vestiges of the Army on the island before the Employee Houses replaced them. Specific images are noted in the citations or are reproduced below.
- C. Selected Bibliography:

Archival Collections:

Bob Hope Memorial Library, Ellis Island National Immigration Museum, Statue of Liberty National Monument (STLI), New York, NY.

Electronic Technical Information Center (eTIC), Denver Service Center, National Park Service.

RG 79, Records of the National Park Service, National Archives and Records Administration II, College Park, MD.

RG 79, Records of the National Park Service, National Archives and Records Administration, Northeast Region, New York City, NY.

Publications/Reports:

Berenson, Edward. *The Statue of Liberty: A Transatlantic Story*. New Haven: Yale University Press, 2012.

Berg, Shary Page. *Cultural Landscape Report for Liberty Island, Statue of Liberty National Monument: Historical Analysis & Treatment Recommendations, Final Review Draft*. Boston: National Park Service, Olmsted Center for Landscape Preservation, 1999.

Carr, Ethan. *Mission 66: Modernism and the National Park Dilemma*. Amherst: University of Massachusetts Press, 2007.

Carr, Ethan. *National Register of Historic Places Registration Form Independent Review, Statue of Liberty National Monument, Liberty Island, New York*. Order No. P10PD75341. Contract No. GS10F0032S. Submitted July 14, 2014.

Danza, Cynthia. "Architects Appendix: James Cameron Mackenzie, Jr." *Fieldston Historic District Designation Report (Volume 1)*. New York City Landmarks Preservation Commission, January 10, 2006.

Dullea, Georgia. "In Miss Liberty's Shadow, a Tiny Village of Families." *New York Times*, May 2, 1986. <http://nytimes.com/1986/05/02/nyregion/in-miss-liberty-s-shadow-a-tiny-village-of-families.html>. Accessed June 6, 2014.

Executive Order 6166--Organization of executive agencies. "Section 2.--National Parks, Buildings, and Reservations," June 10, 1933. <http://www.archives.gov/federal-register/codification/executive-order/06166.html>. Accessed August 14, 2014.

Hugins, Walter. *Statue of Liberty National Monument: Its Origin, Development and Administration*. United States Department of the Interior National Park Service, 1958.

Kinscella, Hazel Gertrude. *Liberty's Island: Stories of the Harbor of New York, Bedloe's Island, and the Statue of Liberty*. New York: The University Publishing Company, 1947.

"LIFE visits the Statue of Liberty: The graduating class of a New England high school makes a pilgrimage to America's most famous monument." *Life* 10 (2 June 1941): 94-95.

Luchsinger, David. "Relaxing Under Liberty's Shadow." *New York Times*, August 14, 2011. http://www.nytimes.com/2011/08/14/nyregion/on-sundays-david-luchsinger-relaxes-under-lady-libertys-shadow.html?_r=0. Accessed July 11, 2014.

Molly, Joanna. "Molloy: This is no way to treat a Lady." *New York Times*, January 9, 2013. <http://www.nydailynews.com/new-york/molloy-treat-lady-article-1.1237034>. Accessed July 11, 2014.

Perkins, Dan. "Statue of Liberty was my neighbor in the 1930s." <http://www.reminisce.com/1930s/statue-of-liberty-was-my-neighbor-in-the-1930s/>. Accessed July 11, 2014.

Warren, Jon Harlan. "Statue of Liberty National Monument and Ellis Island, Recovery After Hurricane Sandy: Fact Sheet." June 26, 2013. <http://www.nps.gov/stli/upload/STLI-fact-sheet-July-4-2013.pdf>. Accessed August 1, 2014.

PART IV. PROJECT INFORMATION

Documentation of the Statue of Liberty National Monument Employee Housing was undertaken in summer 2014 by the Historic American Buildings Survey (HABS), Heritage Documentation Programs (HDP) of the National Park Service (Catherine C. Lavoie, Chief, HABS; Richard O'Connor, Chief, HDP). The project was sponsored by Statue of Liberty National Monument (STLI), John Piltzecker, Superintendent. Project planning was coordinated by Robert Arzola (HABS Architect) and by Diana Pardue (Chief, Museum Services, STLI). Field recording and measured drawings were completed by Daniel De Sousa (HABS Architect). Samuel R. Palfreyman (Ph.D. Candidate, Boston University) assisted with field measuring and served as project historian, with guidance from Lisa P. Davidson (HABS Historian). Contract photographer Joseph Elliott completed large-format photographs during spring 2015.

PART V. ILLUSTRATIONS

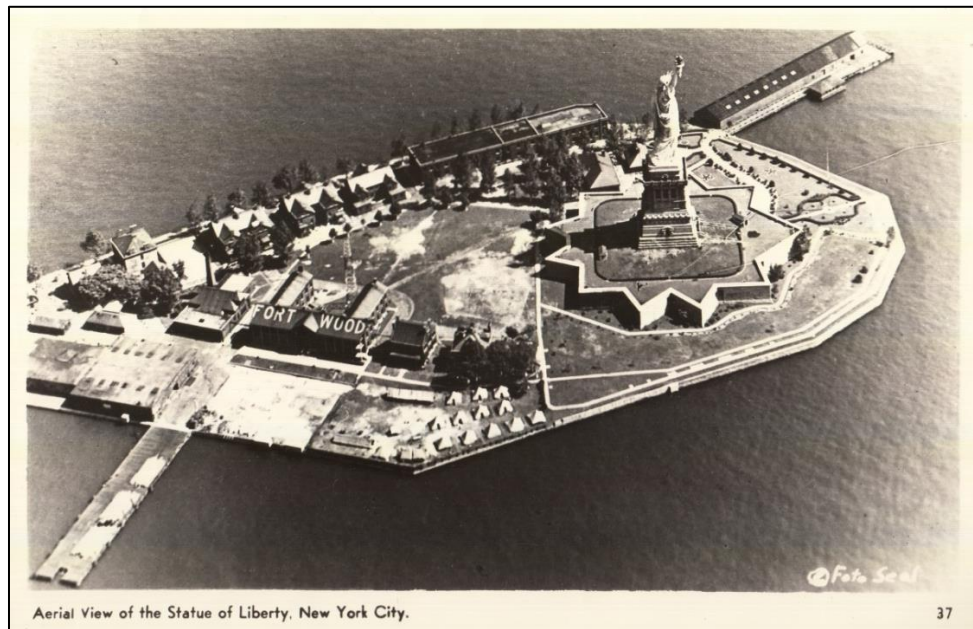


Figure 1: The Statue of Liberty sharing Bedloe's Island with the many Army buildings of Fort Wood, c. 1933.
Source: Box 12, Folder 1, STLI—Aerial—General, STLI Archives, Bob Hope Memorial Library, Ellis Island National Immigration Museum.



Figure 2: Bedloe's Island undergoing new landscaping with the old Army Radio Towers still present, July 29, 1940.
Source: RG 79, National Archives & Records Administration, NE Region, New York City.

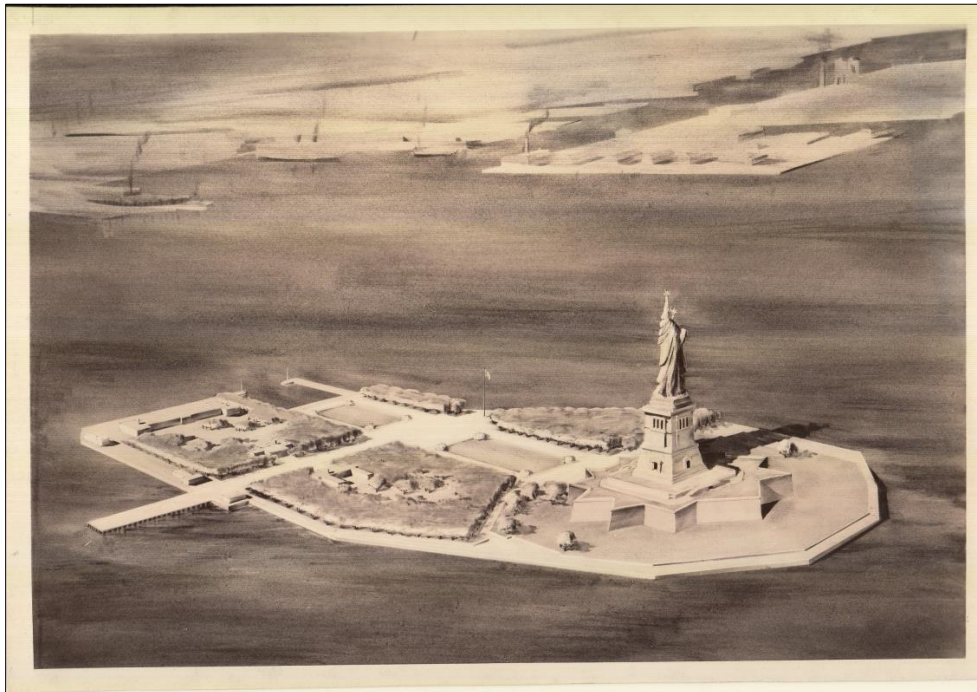


Figure 3: Rendering of Norman T. Newton's Master Plan for the Statue of Liberty National Monument on Bedloe's Island, c. 1939

Source: Box 25, Folder N - Statue of Liberty National Monument, RG 79,
National Archives & Records Administration II, College Park, MD.

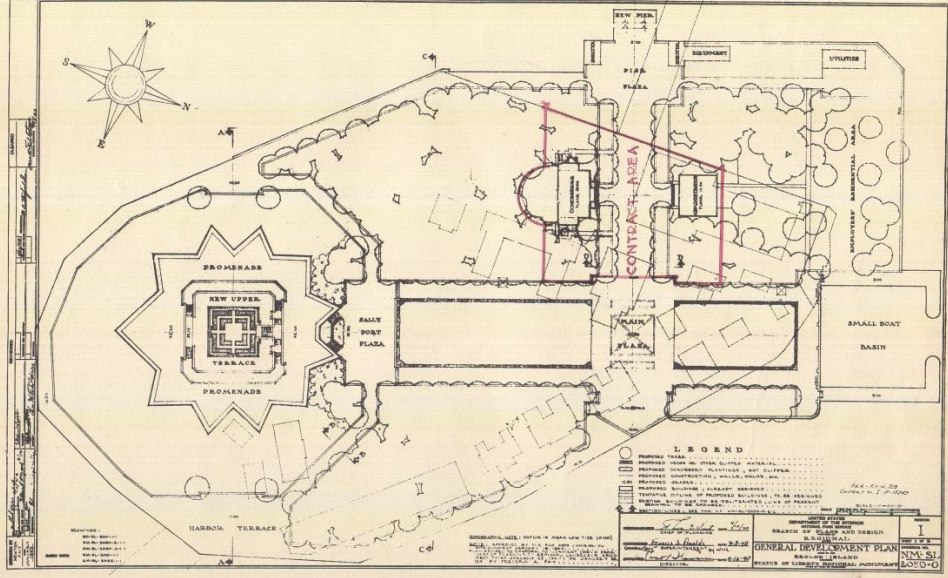


Figure 4: Norman T. Newton's Master Plan, Statue of Liberty National Monument, January 1940.
Source: RG 79, National Archives & Records Administration, NE Region, New York City.



Figure 5: Superintendent's House, c. 1980.

Source: Box 4, Folder 9, #7, 5 NPS – Housing, STLI Archives, Bob Hope Memorial Library, Ellis Island National Immigration Museum.



Figure 6: The Statue of Liberty National Monument's newly completed Administration and Concessions buildings, old Army buildings, and radio towers, June 1941. Note the retained Army buildings used for employee quarters.
Source: RG 79, National Archives & Records Administration, NE Region, New York City.



Figure 7: The newly completed riprap wall and “Bedloe’s Island looking North from Balcony at top of Pedestal— Statue of Liberty,” c. June 1949. Note the radio towers have been removed from the island.
Source: Record Group 79, National Archives & Records Administration II, College Park, MD.



Figure 8: Aerial view of the Statue of Liberty National Monument, c. 1955.

Note the completed employee housing units in the northwest corner of the island.

Source: Box 12, Folder 3, #116, STLI Views – Monument Exterior, STLI Archives, Bob Hope Memorial Library, Ellis Island National Immigration Museum.



Figure 9: Aerial view of the Statue of Liberty National Monument, c. 1970.

Note that all remaining Army buildings have been demolished and removed from the island.

Source: Box 1, Folder 4, #21, AMI – CONS. 14, STLI Archives, Bob Hope Memorial Library, Ellis Island National Immigration Museum.

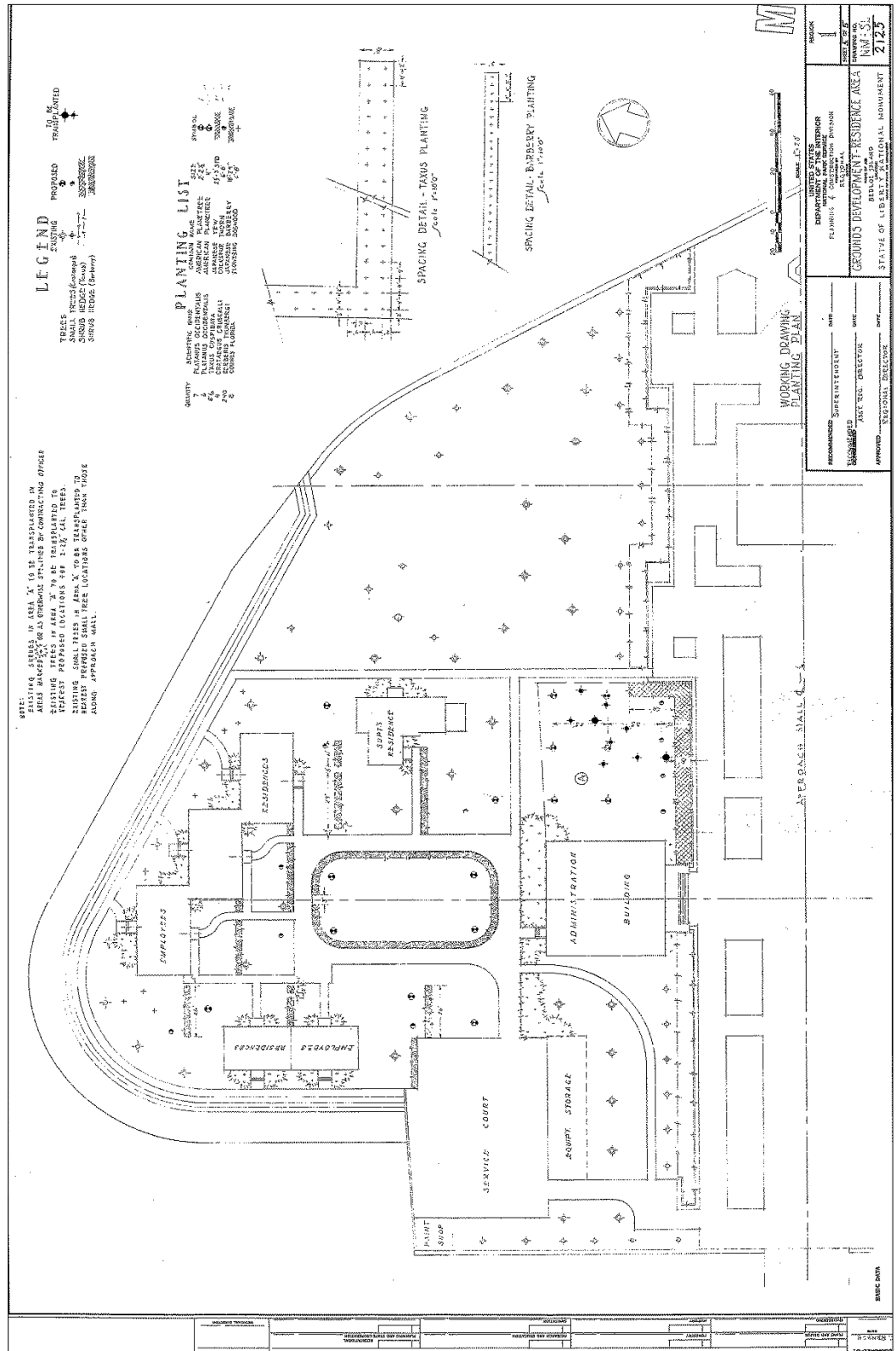


Figure 10: Landscaping Plan for the Central Courtyard of Liberty Island's Employee Housing Units, c. 1951.
Source: Electronic Technical Information Center (eTIC), Denver Service Center, National Park Service.

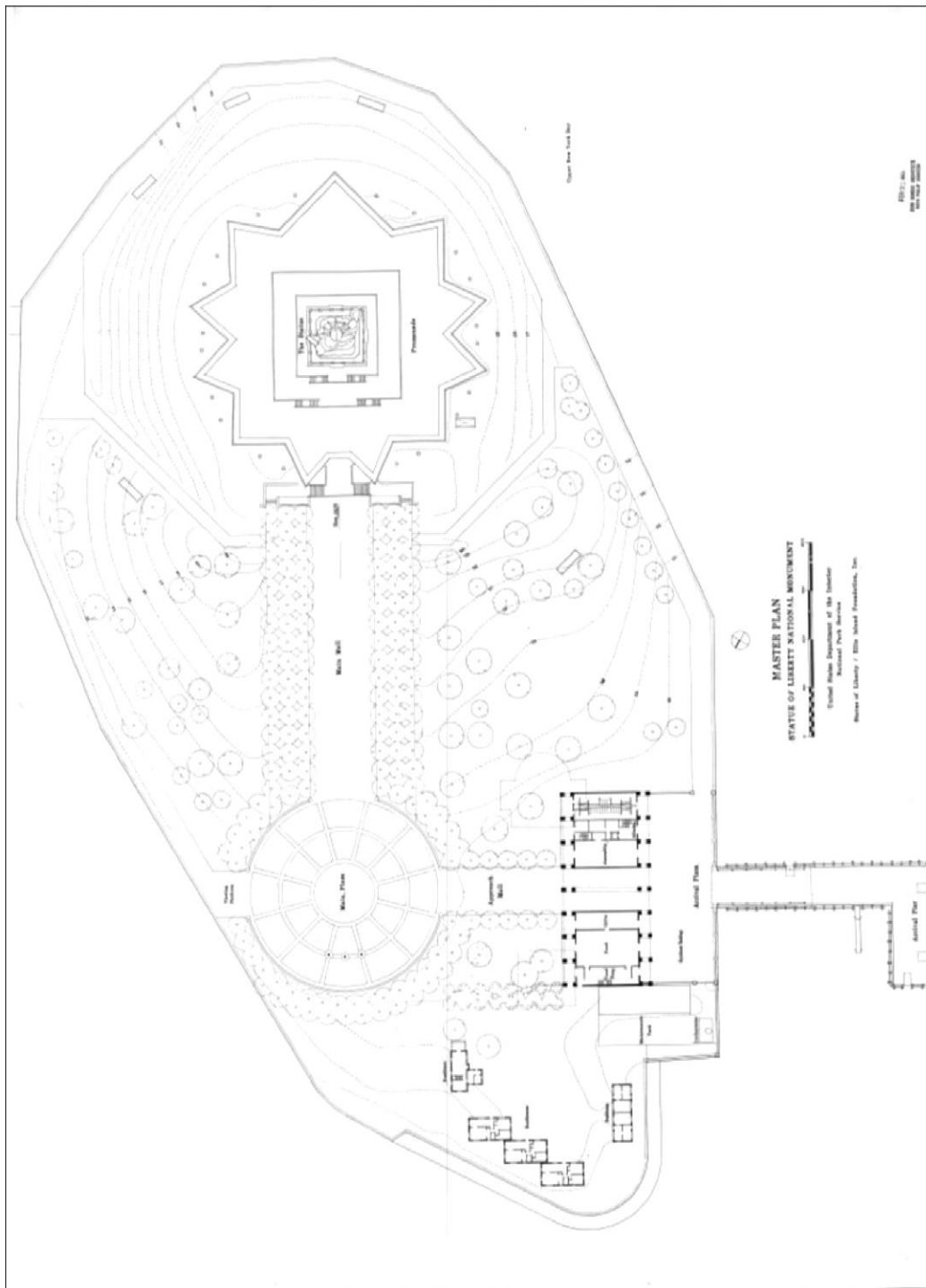


Figure 11: 1985 Master Plan by John Burgee Architects with Philip Johnson, February 22, 1985.
Source: Electronic Technical Information Center (eTIC), Denver Service Center, National Park Service.



Figure 12: Aerial view of the Statue of Liberty National Monument, c. 1986.

Note the newly completed piazza landscaping.

Source: Box 12, Folder 3, #171, STLI Views – Monument Exterior, STLI Archives, Bob Hope Memorial Library, Ellis Island National Immigration Museum.



Figure 13: Interior southeast corner bedroom of the Duplex, Unit 43B, June 18, 2014.

Note the gym equipment occupying what was once a bedroom.

Source: Photograph by author.



Figure 14: Interior corridor flooring of the Triplex, Unit 44C, June 18, 2014.
Note the flooding damage to the parquet flooring.
Source: Photograph by author.



Figure 15: Duplex, west elevation, June 18, 2014.
Note the hurricane damage to the architrave, porch, and first floor windows.
Source: Photograph by author.



Figure 16: “Quarters Area and Maintenance Areas – From Ferry Dock – Liberty Island,”

Photograph taken by John Heath, Saturday, March 31, 1973.

Source: Box 12, Folder 1, #1, STLI Archives, Bob Hope Memorial Library, Ellis Island National Immigration Museum.



Figure 17: View of the Duplex upon approaching the West Ferry Dock, July 16, 2014.

Note that although the building is in plain view to all tourist boats, it goes largely unnoticed as their gazes turn to the Statue of Liberty just out of frame to the right.

Source: Photograph by author.